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13 October 1978

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*Guidelines*

NOTE FOR: See Distribution

FROM : Deputy Director of Central Intelligence

STAT

Attached is my memo on CIA Personnel Management Goals that we discussed [redacted] Please note my request on page 3 that this be given the widest distribution in your areas of responsibility.

STAT

[redacted]  
Frank C. Carlucci

Attachment:  
As Stated

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MEMORANDUM FOR: Deputy Director for Administration  
Deputy Director for Operations  
Deputy Director for National Foreign Assessment  
Deputy Director for Science and Technology  
General Counsel  
Legislative Counsel  
Comptroller  
Inspector General  
Director, Public Affairs  
Director, EEO

FROM: Deputy Director of Central Intelligence

SUBJECT: CIA Personnel Management Goals

During the recent CIA Goals discussion [ ] I was asked to put forth my ideas on Agency-wide CIA Personnel Management goals. This is an attempt to articulate the Agency Personnel Management goals for this next year as I see them.

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Context for Change

You are all familiar with the sweeping changes that have taken place in the Intelligence Community in recent years. These changes are in the general direction of a more purpose-oriented and integrated intelligence operation. The days when one intelligence unit could do its thing are gone. The overriding imperative now is to relate our activities to each other.

This will place heavier demands on our personnel system. We will require managers who can lead our employees to higher performance with fewer resources, managers who can adopt innovative solutions to challenging new problems and above all managers who know how to bring all of the Intelligence Community resources to bear on the highest priority tasks. We will also need to cut down on unnecessary duplication.

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- 2 -

To develop such managers at all levels of our structure we need to have more lateral movement. We need to provide greater incentives for our good producers and provide procedures to weed out weak performers. We need above all to make our employees feel that they are working for one organization -- the CIA -- and that this organization in turn is working in tandem with other elements of the Intelligence Community.

The same logic applies to the specialist who, to be effective in today's intelligence organization, must have not only the breadth of experience that enables him to relate his or her tasks to the overall goals of the community, but who should also have a wide knowledge of the full range of collection resources and techniques available to him. While our employees can and should be encouraged in many instances to specialize, there can be no specialist in the narrow sense of the word. Specialization in today's intelligence community means not only learning one skill in depth but also extending ones reach to other areas in a way that allows these skills to become part of a rational allocation of talent and knowledge to a given task.

Our personnel systems have grown-up over the course of 31 years. In many cases they have developed as a result of operational needs without a thoughtful examination of how they relate to the overall CIA mission. Just because they are old, of course, does not mean they are bad; nor does it mean, however, that they are sacrosanct. The DCI and I both sense that our personnel systems are inadequate to address the major challenges we will face in the next 10 years. In addition to facing these challenges we must also deal with a new world of employee management relations. Indeed, it is fair to say that CIA has lagged behind other agencies of government in this area. This new world includes for example:

- the demand for equity on an Agency-wide basis not just within one Agency Career Service,
- the demand for equal opportunity in employment, training, assignments and promotions on an Agency-wide basis,
- the demand for due process in Agency personnel practices and the greater willingness to use grievance, dissent and complaint channels.

[REDACTED]

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All these facts added together mean that more effective and better management of our personnel resources is absolutely necessary. They mean there is the need for greater flexibility to shift these resources on an Agency-wide basis to higher priority policy objectives as seen from the DCI level. To do this, the barriers impeding the flow of scarce manpower resources between and among the components of the Agency have to be demolished.

These facts also mean that the quality of Agency-wide management has to be upgraded; there must be a greater attention by managers to personnel management; there must be even greater attention by managers to personnel matters; and employees must be made to feel recognized and rewarded.

It also means frankly, that an Agency personnel system consisting of fragmented Career Services and Sub-Career services numbering somewhere between 20 and 25, depending upon how you define it, must be redesigned and made more effective.

Rather than diffusion we need integration, rather than contradiction and duplication, we need rationalization and coordination and rather than wide disparities we need more uniformity and coherence.

What it doesn't mean is that all personnel operational decisions must and will be centralized. However, personnel policy can, should be, and will be sufficiently centralized in order to achieve the goals of Agency uniformity, coordination and effectiveness. In summary, then, all of these factors lead us to the attached Agency personnel goals.

Please assure that this memorandum and the attached Agency Personnel Management Goals receive wide distribution in each of your areas of responsibility.

STAT

[REDACTED]

FRANK C. CARLUCCI

cc: DCI

[REDACTED]

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CIA Personnel Management Goals

- Provide more uniformity and coherence to Agency Personnel Management across the five Career Services and their Sub-services by assuring that Agency-wide guidelines are developed, promulgated and implemented to achieve:
  - equal employment opportunity for all,
  - more uniform evaluation and ranking systems,
  - more uniform and visible promotion criteria,
  - facilitation of employee mobility across the Career Services, and
  - more effective and efficient procedures for employee grievances, dissent, and complaints.
- Design a Career Planning system that will ensure that each employee knows what he can realistically expect and aspire to in his Agency career. This system should also provide sufficient Agency-wide planning to foresee future Agency problems in sufficient time to allow appropriate solutions to be developed and implemented.
- Establish an Executive Development program that will result in a broader Agency perspective and the obtaining of inter-directorate skills.
- Ensure that our recruitment planning considers future needs, and that we are obtaining a representative cross-section of the U.S. population.
- Ensure that Agency personnel policy and promotion is designed both to provide greater incentives for good performance and also to weed out the low producers.
- Ensure that the new Personnel Management system provides the DCI and DDCI sufficient policy development and policy implementation authority and responsibility, as well as the necessary tools, so that they can better manage the Agency-wide Personnel process. This Personnel system should also assure that appropriate operational flexibility will remain in the Directorates and Career Services.

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WHAT HAS TO BE DONE NEXT

In order to achieve these Agency-wide Personnel Management Goals, certain actions have to take place. Some have been completed, other activities are underway but additional work is needed. During this next year, we plan to do the following:

- Have a review conducted of the entire Agency personnel system including all Career Services and Sub-services by an objective, expert, outside source in the next six months and act on that analysis the following six months.
- Develop more uniform Agency standards in all aspects of personnel management.
- Publish these policies through regulations, notices, guidebooks, etc., to assure that all Agency personnel are aware of the purposes and procedures affecting them.

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